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## REPORT

TO THE

MINISTER OF MARINE

OF THE

## DELEGATION

TO THE

INTERNATIONAL CONFERENCE  
ON LOAD LINE

HELD AT

LONDON MAY 20-JULY 5, 1930



OTTAWA  
F. A. ACLAND  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
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**REPORT TO THE MINISTER OF MARINE OF THE DELEGATION TO  
THE INTERNATIONAL CONFERENCE ON LOAD LINE  
HELD AT LONDON MAY 20-JULY 5, 1930**

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SIR.—The question of bringing about uniformity in the assignment of Load Line to merchant ships has engaged the attention of the principal maritime nations for many years. In the movement to this end it was but natural that, as the first step in this direction was taken by the British Government as the result of persistent efforts by the late Mr. Samuel Plimsoll, the representatives of that Government should give the lead to the other maritime nations. After prolonged study by officers of the Board of Trade the British Government appointed a Committee in 1927 to study the whole question of the assignment of Load Line and report its findings. This Committee submitted its report in 1929. The said report was in turn submitted to the Governments of the several nations interested for further study and consideration.

Following this the British Government issued an invitation to all the Governments interested to send representatives to an International Conference to be held in London at an appropriate date. Accompanying this invitation was a suggestion that responding Governments should intimate whether, in the event of their accepting the invitation to be represented at the proposed Conference, they would accept the report of the Load Line Committee of 1929 as the basis for discussion at such Conference. The invitation thus extended was, on the recommendation of the Minister of Marine, accepted by the Government of the Dominion of Canada. In accordance with this acceptance representatives of the Canadian Government to the Conference were by Order in Council, P.C. 903, 7th May, 1930, appointed as follows:—

*Delegate:*

Mr. Alexander Johnston, Deputy Minister of Marine.

*Technical Advisors:*

Mr. Chas. F. M. Duguid, Chief Naval Architect, Department of Marine.

Mr. Frank McDonnell, Chairman, Board of Steamship Inspection, Department of Marine.

Captain J. Gillies, representative in London of the Canadian Pacific Steamships, Limited.

Captain H. E. Nedden, representing the Canadian National Steamships.

The date for the assembling of the Conference in London was fixed for May 20 last. The Canadian delegation with the exception of Captain Gillies and Captain Nedden sailed from Montreal by the ss. *Duchess of Bedford* on May 9, arriving in London May 17, and were in readiness to attend the first meeting of the Conference on May 20.

It will be useful at this stage to refer briefly to the position of the Government of Canada respecting Load Line legislation. As far back as 1891 the necessity for legislation empowering officers of the Government of Canada to assign load line to merchant ships was recognized. During the session of Parliament of 1891 the then Minister of Marine and Fisheries, the late Sir C. H. Tupper, submitted a Bill providing for the assignment of Load Line for vessels of Canadian registry. This Bill was passed by Parliament and was assented to on September 30, 1891. 54-55 Victoria, Chapter 40.

Under the provisions of Section 3 of the Merchant Shipping Act, 1890 (British) all legislation of this character enacted by the Parliament of Canada in order to become effective must receive the approval of the British Government by Royal Proclamation. The great bulk of shipping on Canadian registry at that time was of wooden construction and it was found desirable, having regard to the different conditions obtaining in Canada, to depart in some minor particulars from some of the provisions of the British legislation in that behalf. There was a considerable exchange of correspondence between the British and Canadian Governments with reference to this legislation and in the end the British Government declined to recommend the issue of the necessary Royal Proclamation. From that date until the present, the legislation passed by the Parliament of Canada appearing in the Revised Statutes of Canada as Part XV of Chapter 186 has remained and is at present of no effect. Meantime no further action has been taken by the Government of Canada in the matter of enacting effective Load Line legislation. This inaction may, to some extent at least, be accounted for by the fact that the United States has not heretofore enacted any Load Line legislation. Notwithstanding this inaction it is not to be assumed that the underlying principles of safety in the matter of the loading of merchant ships were lost sight of by the Canadian Government. Officers of the Canadian Government have been very particular to see that vessels arriving at and departing from Canadian ports were loaded having due regard to the safety of crews, cargoes and ships.

Having regard to the foregoing, I now have the honour to submit for the information of the Honourable the Minister of Marine a brief report of the proceedings and conclusions of the Conference.

The Conference met for the first time on May 20, representatives of thirty Governments being in attendance. Sir Henry F. Oliver, the head of the British delegation, was by unanimous vote chosen President of the Conference.

Following the precedent set at the Safety Conferences of 1913-14 and 1929, the detailed examination of the various problems involved was referred to seven Committees under the following headings:—

Administration.

Main Technical.

Timber.

Tankers.

Zones.

Special Types.

Drafting.

On each of these Committees the Canadian delegation was represented by one or more of its members. These Committees met at different hours every working day from the 21st of May until July 5, when they finished the work assigned to them and submitted a report of their conclusions to the main Conference.

It will not be necessary to deal at length or in detail with the work done by the several Committees. It will be sufficient to say that under the direction of the several Chairmen the Committees devoted the utmost care and attention to a study of the questions referred to them. The conclusions reached and the recommendations made in every case received the unanimous approval of the main Conference. It must not be inferred, however, that differences of opinions and views did not frequently intrude. The manifest desire of the representatives of all the nations to reach a common understanding in a matter involving the safety and comfort of officers and crews resulted in compromises here and there which, while not impairing or detracting from the underlying principle of safety, were in the end accepted as mutually satisfactory. From the beginning

and throughout the entire proceedings it was recognized that the loading limits of a ship should be based on full appreciation of the factors that are needed to secure structural strength and adequate arrangements for the closing of all openings in the weather decks and in the ship's sides and for the protection of crews.

The rules and recommendations set forth in the report of the British Load Line Committee 1927-1929 heretofore referred to which were accepted as a basis for discussion at the Conference were examined in detail by the several Committees in the light of the experience gained in the loading, navigating and operating of ships in every ocean and sea in different circumstances and in all seasons of the year. The result of their examination is contained in the Rules for the assignment of Load Lines to merchant ships embodied in and forming part of the Convention. These Rules received the unanimous approval of all the Technical and Nautical representatives in attendance at the Conference.

Very special attention was given to the conditions, based on experience, under which ships carrying timber and tanker ships should be loaded. The conclusions reached in that connection are embodied in the Rules appearing in the Convention. In a general way the Rules as framed and approved by the Conference provide for small increases of freeboard in the winter seasons, more particularly in the smaller classes of ships. These Rules define in greater detail than any now in existence the methods to be employed to secure the closing of openings in weather decks and in the sides of ships and for the protection of crews.

The division of the Oceans and Seas into Zones where different conditions of loading at different seasons of the year have been agreed upon occupied a great deal of the attention of the Conference. The Special Committee for this purpose was under the Chairmanship of Dr. Simpson, Chief of the British Meteorological Service. His accurate knowledge of the meteorological conditions obtaining in all parts of the world was of inestimable value in enabling the Committee to reach conclusions that in the end proved acceptable to the Conference. The Zones in the North Atlantic and the North Pacific were of very special interest to the Canadian delegation. The division into Zones as agreed upon by the British Load Line Committee 1927-29 was acceptable to the Canadian delegation. That division drew a rhumb line from Cape Hatteras on the coast of the United States across the Atlantic ocean to a point about the middle of Portugal. When the matter came to be considered by the Conference it was deemed best to draw the line straight across the Atlantic along the parallel of 36° North Latitude to Gibraltar. The area north of that line was to be regarded as "Winter" from the 16th of October to the 15th of April and "Summer" from the 16th April to the 15th October. It will be observed that this division placed the ports of Canada on the Atlantic seaboard in the same area and subject to the same conditions as the ports of the United States north of Cape Hatteras. This proposal was in the first instance approved by the Committee. At a subsequent meeting, however, a proposal was submitted by the United States delegation providing that a line should be drawn along the meridian of 69° West Longitude to the point where it would strike the parallel of 36° North Latitude. The proposal as submitted provided that for ships going to southern ports the summer season within that area would be extended until the end of November. The line as proposed would, if adopted, place the ports of Portland, Boston, New York, Baltimore, Philadelphia, Norfolk and Newport News in a more favourable area than the Canadian Atlantic ports. To the proposition the Canadian delegation could not agree, not wholly on the economic ground that it discriminated somewhat against Canadian ports but more firmly on the ground that the meteorological conditions along

and in front of Canadian ports were no less favourable than those along and in front of United States ports. The Canadian delegation, therefore, urged that for ships trading to the West Indies and South America any modification of the original proposal made applicable to United States ports should be applicable alike to Canadian ports including the River St. Lawrence and Hudson Strait.

It is fitting that I should here record the appreciation of the Canadian delegation of the fact that the United States delegation cordially supported that view. The support of the British delegation was no less cordial and emphatic and very special thanks to Dr. Simpson should here be recorded. It was finally resolved that a line should be drawn from a point on the coast of Greenland along the meridian of 50° W. long. to a point where it strikes the parallel of 45° N. lat. To the west of that line the Summer Season for ships going south is from 1st April to 31st October and the Winter Season from 1st November to 31st March. It will be seen that ships coming to or departing from Canadian ports to or from the West Indies and South America are enabled to enjoy the same privilege of seven months summer and five months winter—the same as enjoyed by United States Atlantic ports.

In the North Pacific Ocean the line dividing the permanent Summer Zone from the Seasonal Zone was drawn from a point in Japan along the parallel of 35° N. lat. to a point 150° W. long., from thence northward to a point on the west coast of Vancouver Island at lat. 50° N. This division places the ports of Vancouver and Victoria in the permanent Summer Zone and to that extent will be advantageous to those ports.

The division of the various oceans and seas into Zones as finally approved by the Conference is in detail as follows:—

#### ZONES

*The southern boundary of the northern "Winter Seasonal" zone* is a line drawn from the east coast of North America along the parallel of lat. 36° N. to Tarifa in Spain; from the east coast of Korea along the parallel of lat. 35° N. to the west coast of Honshiu, Japan; from the east coast of Honshiu along the parallel of lat. 35° N. to long. 150° W., and thence along a rhumb line to the west coast of Vancouver Island at lat. 50° N., Fusan (Korea) and Yokohama to be considered as being on the boundary line of the northern "Winter Seasonal" zone and the "Summer zone."

*The northern boundary of the "Tropical" zone* is a line drawn from the east coast of South America at lat. 10° N. along the parallel of lat. 10° N. to long. 20° W., thence north to lat. 20° N. and thence along the parallel of lat. 20° N. to the west coast of Africa; a line from the east coast of Africa along the parallel of lat. 8° N. to the west coast of the Malay Peninsula, following thence the coast of Malay and Siam to the east coast of Cochin China at lat. 10° N., thence along the parallel of lat. 10° N. to long. 145° E., thence north to lat. 13° N. and thence along the parallel of lat. 13° N. to the west coast of Central America, Saigon to be considered as being on the boundary line of the "Tropical" zone and the "Seasonal Tropical" area (4).

*The southern boundary of the "Tropical" zone* is a line drawn from the east coast of South America along the Tropic of Capricorn to the west coast of Africa; from the east coast of Africa along the parallel of lat. 20° S. to the west coast of Madagascar, thence along the west and north coast of Madagascar to long. 50° E., thence north to lat. 10° S., thence along the parallel of lat. 10° S. to long. 110° E., thence along a rhumb line to Port Darwin, Australia, thence eastwards along the coast of Australia and Wessel Island to Cape Wessel, thence along the parallel of lat. 11° S. to the west side of Cape

York, from the east side of Cape York at lat.  $11^{\circ}$  S. along the parallel of lat.  $11^{\circ}$  S. to long.  $150^{\circ}$  W., thence along a rhumb line to the point lat.  $26^{\circ}$  S. long.  $75^{\circ}$  W., and thence along a rhumb line to the west coast of South America at lat.  $30^{\circ}$  S., Coquimbo, Rio de Janeiro and Port Darwin to be considered as being on the boundary line of the "Tropical" and "Summer" zones.

The following regions are to be included in the "Tropical" zone:—

- (1) *The Suez Canal, the Red Sea and the Gulf of Aden*, from Port Said to the meridian of  $45^{\circ}$  E., Aden and Berbera to be considered as being on the boundary line of the "Tropical" zone and the "Seasonal Tropical" area 2 (b).
- (2) *The Persian Gulf* to the meridian of  $59^{\circ}$  E.

*The northern boundary of the southern "Winter Seasonal" zone* is a line drawn from the east coast of South America along the parallel of lat.  $40^{\circ}$  S. to long.  $56^{\circ}$  W., thence along a rhumb line to the point lat.  $34^{\circ}$  S., long.  $50^{\circ}$  W., thence along the parallel of lat.  $34^{\circ}$  S. to the west coast of South Africa; from the east coast of South Africa at lat.  $30^{\circ}$  S. along a rhumb line to the west coast of Australia at lat.  $35^{\circ}$  S., thence along the south coast of Australia to Cape Arid, thence along a rhumb line to Cape Grim, Tasmania, thence along the north coast of Tasmania to Eddystone Point, thence along a rhumb line to the west coast of South Island, New Zealand, at long.  $170^{\circ}$  E., thence along the west, south and east coasts of South Island to Cape Saunders, thence along a rhumb line to the point lat.  $33^{\circ}$  S. long.  $170^{\circ}$  W.; and thence along the parallel of lat.  $33^{\circ}$  S. to the west coast of South America, Valparaiso, Cape Town and Durban to be considered as being on the boundary line of the southern "Seasonal Winter" and "Summer" zones.

#### *Summer Zones.*

The remaining areas constitute the "Summer" Zones.

#### SEASONAL AREAS

The following areas are Seasonal Tropical Areas:—

- (1) *In the North Atlantic Ocean.*

An area bounded on the north by a line from Cape Catoche in Yucatan to Cape San Antonio in Cuba, by the South Cuban Coast to lat.  $20^{\circ}$  N. and by the parallel of lat.  $20^{\circ}$  N. to the point lat.  $20^{\circ}$  N. long  $20^{\circ}$  W.; on the west by the coast of Central America; and on the south by the north coast of South America and by parallel of lat.  $10^{\circ}$  N., and on the east by the meridian of  $20^{\circ}$  W.

Tropical: 1st November to 15th July.

Summer: 16th July to 31st October.

- (2) *Arabian Sea.*

- (a) *North of lat.  $24^{\circ}$  N.*

Karachi is to be considered as being on the boundary line of this area and the seasonal Tropical area (b) below.

Tropical: 1st August to 20th May.

Summer: 21st May to 31st July.

- (b) *South of lat.  $24^{\circ}$  N.*

Tropical: 1st December to 20th May, and 16th September to 15th October.

Summer: 21st May to 15th September, and 16th October to 30th November.

(3) *Bay of Bengal.*

Tropical: 16th December to 15th April.

Summer: 16th April to 15th December.

(4) *In the China Sea.*

An area bounded on the west and north by the coast of Indo-China and China to Hong Kong, on the east by a rhumb line to the port of Sual (Luzon Island), and by the west coast of the Islands of Luzon, Samar and Leyte to the parallel of 10° N., and on the south by the parallel of lat. 10° N.

Hong Kong and Sual to be considered as being on the boundary of the "Seasonal Tropical" and "Summer" zones.

Tropical: 21st January to 30th April.

Summer: 1st May to 20th January.

(5) *In the North Pacific Ocean.*

(a) An area bounded on the north by the parallel of lat. 25° N., on the west by the meridian of 160° E., on the south by the parallel of lat. 13° N., and on the east by the meridian of 130° W.

Tropical: 1st April to 31st October

Summer: 1st November to 31st March.

(b) An area bounded on the north and east by the coast of California, Mexico and Central America, on the west by the meridian of 120° W., and by a rhumb line from the point lat. 30° N., long. 120° W., to the point lat. 13° N., long. 105° W., and on the south by the parallel of lat. 13° N.

Tropical: 1st March to 30th June and 1st to 30th November.

Summer: 1st July to 31st October and 1st December to 28th/29th February.

(6) *In the South Pacific Ocean.*

(a) An area bounded on the north by the parallel of lat. 11° S., on the west by the east coast of Australia, on the south by the parallel of lat. 20° S., and on the east by the meridian of 175° E., together with the Gulf of Carpentaria south of lat. 11° S.

Tropical: 1st April to 30th November.

Summer: 1st December to 31st March.

(b) An area bounded on the west by the meridian of 150° W., on the south by the parallel of lat. 20° S., and on the north and east by the rhumb line forming the southern boundary of the "Tropical" zone.

Tropical: from 1st March to 30th November.

Summer: from 1st December to 28/29th February.

The following are "Seasonal Winter" areas:—

*Northern "Seasonal Winter" Zone* (between North America and Europe).

(a) In the area within and to the Northwards of the following line:—

A line drawn south from the coast of Greenland at long. 50° W. to lat. 45° N., thence along the parallel of lat. 45° N. to the meridian of 15° W., thence north to lat. 60° N. to the west coast of Norway, Bergen to be considered as being on the boundary line of this area and area (b) below.

Winter from 16th October to 15 April.

Summer from 16th April to 15th October.

(b) An area outside area (a) above and north of the parallel of lat. 36° N.

Winter from 1st November to 31st March.

Summer from 1st April to 31st October.

*Baltic* (bounded by the parallel of latitude of the Skaw).

Winter from 1st November to 31st March.

Summer from 1st April to 31st October.

*Mediterranean and Black Sea.*

Winter from 16th December to 15th March.

Summer from 16th March to 15th December.

*Northern "Seasonal Winter" Zone* (between Asia and North America, except Sea of Japan, South of 50° N.).

Winter from 16th October to 15th April.

Summer from 16th April to 15th October.

*Sea of Japan between the parallels of lat. 35° N. and 50° N.*

Winter from 1st December to 28/29th February.

Summer from 1st March to 30th November.

*Southern "Seasonal Winter" Zone.*

Winter from 16th April to 15th October.

Summer from 16th October to 15th April.

The Convention concluded as the result of the proceedings of the Conference taken in conjunction with the Safety of Life at Sea Convention of last year may well be regarded as a great charter. The President of the Conference at the closing session referring to the results achieved said "It has been our aim and purpose to complete the work in the spirit that actuated the Conference of 1929, and if, as I hope and believe, we have accomplished that aim, we shall in the two Conventions have indeed a Great Charter placing the international overseas trade on a basis of safety such as has never hitherto been obtained."

The Convention with Annexes signed by the accredited delegates of all the Governments represented at the Conference is printed as a separate document and is herewith. It is submitted in the earnest belief that if approved by the Government of Canada as well as by all the other Governments whose representatives are signatory parties, it will be another great advance along the line of making more safe the lives of those who for business or pleasure travel by sea and in a very especial manner the lives of the officers and men of the Merchant Marine Service. It will in addition remove differences that hitherto obtained in the matter of shipping at various world ports and to that extent facilitate the movement of overseas commerce.

In conclusion I desire to place on record my very high appreciation of the splendid service rendered by all those who were selected by the Government as experts and advisors on the Canadian delegation.

A. JOHNSTON.

OTTAWA, 5th August, 1930.













